

3 LOCAL GOVERNMENT Division

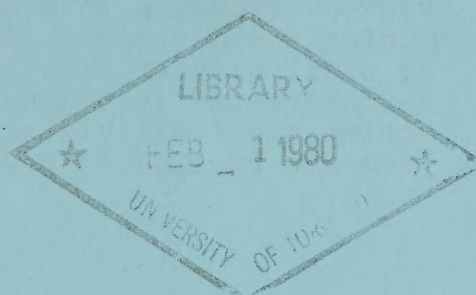
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**JOB DESCRIPTIONS:
MAKE THEM SIMPLE
AND USEFUL**



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1 Ontario² Ministry of Intergovernmental Affairs

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Local Government Division
Municipal Administration Branch


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To the Municipal Clerk:

Please circulate this bulletin or make copies for distribution to councillors or staff of your municipality who may be interested in the subject. Additional copies are available at fifty cents each from the Publications Centre (see page 18).

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INTRODUCTION

Sooner or later, you as a supervisor will be faced with a situation where you require information about one, or some, or all of the jobs in your municipality. You might need this information for any of several reasons -- to help train an employee who has just started work; to compare jobs with other employers in order to make sure your rates of pay are okay; to make sure there is full agreement between you and your employees as to what the responsibilities of their jobs really are; to help you take a look at how the staff are organized or to help re-organize; to help with the advertising and hiring process to fill a vacancy or a new position.

Such information is, of course, always available. Unfortunately, it is not always available in a form that you can get your hands on easily. Part of the information may be in letters and memoranda, in council resolutions, minutes and by-laws, but most of the really important information is just not in written form; it is in the minds of yourself and of the people who work for you. Thus, when you do need the information, there are a number of places to look. In addition, if you need it in a hurry, what you get may not be all that accurate, because it will be gathered in a rush.

Job descriptions are one means to make sure that this important information is always available. The subject of job descriptions is seen by many people as highly complex and for use only by very sophisticated organizations. This is simply not true. Job descriptions can be as complex or as straightforward as the supervisor wants to make them. In fact, the more straightforward they are, the more valuable they will be to everyone who uses them.

This bulletin will describe how job descriptions can be used by municipalities and how the process of writing job descriptions can be kept simple. It will show how job descriptions can be valuable tools to you as a supervisor and, it is hoped, it will take some of the mystery out of the subject.

There is one warning that should be made at the outset and that you should keep in mind throughout the process if you go ahead with a program of job descriptions -- be very cautious about using sample job descriptions. No job description is perfect and if you adopt a sample job description you will be adopting its shortcomings along with its good points. This applies to samples that you might obtain from other municipalities or from publications including those issued by this Ministry. It is much better to develop your own job descriptions to meet the unique requirements of the situation in your municipality. This is something that no sample job description can do.

USES OF JOB DESCRIPTIONS

Most people think of job descriptions as having only one use. When you ask someone what he thinks is the purpose of a job description, the most common answer is that it tells the employee what the job is or what the responsibilities are. That answer is correct, of course, but it just doesn't go far enough. Indeed, making sure the employee knows what the job is all about is a very important purpose, but it is not the only one; there are several others that are equally important. In fact, there are many organizations in the municipal field, and in the private sector as well, that have a formal system of job descriptions, yet they do not realize these other uses. As a result, they are not taking full advantage of what could be a valuable method of improving the supervision and management of their organizations and employees. This section outlines some of the uses of job descriptions that are frequently overlooked and that can help you in the task of administration in your municipality.

Training

In dealing with new employees, the importance of on-the-job training is sometimes not given as much attention as it should be. Most new employees are rather well informed about all the personnel practices that will affect them; they are told about vacations, hours of work, rates of pay, what the paydays are and all the other things that affect them personally. If the supervisor does not provide this type of information, it will only be a matter of time before the employee asks.

Unfortunately, the same close attention is seldom paid to the most important aspect of orienting new employees -- their on-the-job training. And you can't depend on them to ask questions as they would on personal matters. The new employee can't ask questions about how, when or why a duty is performed when he doesn't even know what that duty is!

In some situations, the new employee is trained by the person who previously held the job. This is possible, however, only if the new employee starts work before the previous one leaves the job and this is not always the case. If the previous employee has left, and no job description is available, then the training must be given,

probably on a very haphazard basis, by another employee who is not fully knowledgeable about the job. There is also the danger that nobody else really understands the job, and training would be left up to you, as the supervisor. Do you really have enough time for this added responsibility?

Where there is no job description or guidelines to help with training a new employee, there are several pitfalls that are difficult to avoid. The new employee is likely to pick up at least some of the bad habits of the person who is doing the training; he will not necessarily learn to do the job the same way that management wants it to be done; he may not learn all of the job, only those aspects that the trainer considers to be important; he may learn to do things that are really not a part of that job.

A job description can be used as a guide to training and will avoid pitfalls such as the above. If the job description is very concise, it can be expanded to develop a list of tasks and duties for use as a training guide. Before training begins, the supervisor can review the job description to see if there are any changes he would like to make. As training progresses, the job description might help to identify areas where some formal training is required. In any case, the supervisor has, in the job description, a tool by which to assess the progress of training and the new employee has an accurate idea of what the job duties and responsibilities really are.

Gathering Pay Information

One of the subjects dearest to the heart of every employee is his rate of pay as reflected in his pay check. In view of this, it is difficult to understand why such an important process as establishing a rate of pay is given the careless attention it receives in many organizations. It is not uncommon for new rates of pay to be set only on the basis of informal information exchanged between two (or more) employees on the basis of a job title alone.

To give some examples, municipality A telephones B with the purpose of exchanging information on pay, because council has directed that the rates of pay be reviewed (or because it is always done at a certain time of year). The clerk-treasurer from municipality A says, "We now pay our typist X dollars per week. How much do you pay yours?" Or, the clerk-treasurer of a municipality calls

the office manager of a local industry and says, "We pay our receptionist Y dollars per week. How much do you pay yours?"

The intention of the foregoing examples (to set reasonable rates of pay) is good, but the method that is used is not. There can be little doubt that the jobs of typist and receptionist mentioned above would be similar but it should be equally clear that they are likely far from identical. This is particularly true in small organizations, where people have to perform a much wider variety of duties than in large organizations. The mix of these duties normally varies widely from one organization to another.

Now we can begin to see the problem. What happens is that rates of pay are established so that they are reasonable with other rates in the municipality (or in the area) but the rates are set by comparing jobs that may not be the same! This can result in an excessive cost to the municipality, with the staff being paid too high, or it can result in a high rate of turnover because the staff is paid too low. If the rates are too low, it can also mean that the municipality is hiring a low calibre of employee.

Here is another example of what can happen when comparisons are made by job title alone. The clerk of a township having a population of 2,500 has the same job title as the clerk of a town having a population of 10,000. Everyone will recognize that, while the titles are the same, the jobs most definitely are not the same. The differences are just too obvious. Yet, if a comparison were made on the basis of job title alone, the implication would be that they should be paid the same rate.

This is an exaggerated example, of course, and the situation is not likely to occur. On the other hand, there are situations where differences do exist between jobs having the same title in two very similar municipalities, and the differences are not easy to spot. This is where the job description is invaluable. Job descriptions help the people making the comparisons to make sure the jobs are, in fact, similar. They help to compare jobs on the basis of all the duties and responsibilities instead of just the titles. They avoid comparing "apples and oranges". They help in setting fair rates of pay for the municipality's jobs.

Ensures A Basis For A Common Understanding Of The Job

Perhaps the single most important use of a job description is that it forms the basis for a common understanding of the job. By "common understanding" we mean that the employee, the supervisor, the co-workers and everyone else concerned see the job the same way; they all have the same perception of what the duties and responsibilities of the job are.

Where there is no written description, the employee has to depend on verbal instruction from the supervisor, or on the answers he gets to questions asked of the supervisor and other employees. There is no single source to which he can refer. As a result, his understanding of the job can be quite vague, as well as incomplete. He does his job as he believes it should be done, but, unfortunately, this may not be the same way the supervisor thinks it should be done. It is not likely that the supervisor and the employee have ever really reached agreement on the contents of the job.

What happens when there is no common understanding? First of all, and most important, the organization suffers. The work that the supervisor wants to have done may get done incorrectly, or it may not get done at all. If the employee and supervisor do not agree on the major part of the job, then assignments made by the supervisor may not make sense to the employee. He may ask himself "Why is this being given to me to do? It's not part of my job." The lack of understanding may also result in the employee not being given the training he needs. The supervisor may believe the employee is qualified to perform a certain duty, when in fact he is not.

The great danger is in how the supervisor and employee see one another. With no understanding and agreement about the job, the employee will come to believe that the supervisor is most unreasonable because he gives work assignments that are vague and do not really have anything to do with the job, and is never satisfied with the work that is done. The supervisor, on the other hand, will come to believe that the employee has difficulty in understanding, and never really does work that is fully satisfactory. What can happen as a result? The supervisor brands the employee as incompetent and treats him as such; he might even take steps to fire him. The employee believes the supervisor is an unreasonable taskmaster, and his morale drops; in all likelihood the morale of other employees will fall as well. If the

employee is disciplined or fired, he may grieve or take legal action. Whatever happens, the municipality is the big loser; neither the supervisor nor the employee are being as productive as they could be. And if the employee quits or is fired, the municipality loses a potentially valuable asset.

A written job description can help to avoid much of the foregoing. It lays down, in fairly specific form, what the limits of the job are; what it includes and thus what it does not include. If everybody can see what the job really is, then the danger of unreasonable assignments or too harsh or too lenient assessment of the employee is lessened. The job description gets everything down on paper into one central guideline. This goes a long way towards avoiding the foul-ups that seem always to occur where everything is done verbally.

But writing it down is not enough by itself! The job description is not a "one-shot deal" that can be written and then forgotten. It is, however, a valuable document (in whatever form) and should be discussed frequently by the employee and the supervisor so that they have the same understanding of the job and agree on its individual duties and responsibilities.

Helping To Organize And Re-Organize

Organizing and re-organizing are activities that seem always to be taking place, especially in municipalities that are growing (and this is the case in most municipalities in the Province of Ontario). There are several factors that cause these activities. First of all, there is the growth itself. The more the population grows, the more users there are of municipal services, and the more employees are required. Second, there is the policy of the municipality, as determined by council. As services are enhanced, as new services are introduced, or old ones deleted, a corresponding increase or decrease in the number of staff will come about. Finally, there is provincial legislation. Some new laws, such as The Building Code Act, 1974, result in a municipality having to hire additional employees.

The first indications that additional staff is required are an increasing workload, falling behind in work, working overtime and simply not doing everything that should be done. This can only be tolerated so long; sooner or later, a new employee will have to be hired. When this happens, the

supervisor can find himself in a very difficult situation, if he does not have written job descriptions for each of his employees. There is no doubt that he has some understanding of the jobs of his employees, but is that understanding good enough to enable him to do a mental calculation of what the specific duties of the new job will be?

In some cases, there will be very little problem. For example, if the municipality decides to extend garbage collection service to a previously unserved area, it may simply mean hiring one additional garbage collector. In other cases, it may not be that simple. For instance, the workload in office jobs may grow over a period of years to the point where parts of five existing jobs will have to be taken to make up a sixth job. Written job descriptions simplify this process greatly. The supervisor does not have to depend on his memory or on his own perceptions of the jobs he has. He has the written descriptions right in front of him and from these it is much easier to decide what duties should be taken from existing jobs to make up the new one. He can then write a description for the new job (and, where necessary, revised descriptions for existing jobs) and use this to help in hiring a new employee.

There will be still other cases where there is no real change in the services provided by the municipality or no increase in workload. The supervisor may just want to review the organization to see if it is efficiently organized. A review of job descriptions will sometimes reveal where there is an overlap of duties that can be corrected, or where time or money can be saved by interchanging duties from one job to another. The effect of adjustments like this are sometimes easier to imagine through a quiet look at the job descriptions than in the hustle and bustle of the business day, when there is no time for observation. (Actually, combining observation with examination of job descriptions is even better.) In many cases, of course, review of job descriptions will suggest that the organization is fine as it is; that no change is necessary.

Advertising For And Hiring A New Employee*

Jobs in municipalities do become vacant from time to time, for reasons of promotion, resignation, retirement, death or whatever. In other cases, a new job is created by the municipality. In both cases, it may be necessary to use advertising of one kind or another in order to attract suitable candidates for the job. Advertising need not always be done in newspapers or magazines (although these are very good places to advertise); it can also be done on bulletin boards in municipal offices, manpower centres, and schools but most important by word of mouth.

Whatever device is used to advertise, an advertisement of some kind must be written. A job title by itself is not sufficient. At minimum, a summary of the major duties and responsibilities is required along with an indication of how many people it supervises and to whom it reports. A written job description is ideal for preparing an ad. It saves the supervisor time in writing the ad because the information is at his fingertips. He does not have to risk a misleading ad which might be the case if he had to make it up from memory. In some cases, depending upon the format the job description itself can be posted on the bulletin board as the advertisement.

Written job descriptions accomplish a number of things in the advertising process. First, they save time and money in the preparation of the ad itself. Secondly, they will result in advertising copy that really tells something about the job. Finally, they will attract serious candidates of the proper quality and will avoid attracting over- or under-qualified people.

A written job description will also provide you with the basis for selecting a new employee. It will guide you as to the qualities and skills to look for in a person and will give you clues as to the right questions to ask during an interview. And the information will be right in front of you if a candidate has questions about the duties and responsibilities of a job.

* For a more thorough discussion of the advertising and recruiting process, see Bulletins No. 26, 27, 28 and 29 on the subject of Recruiting.

GATHERING JOB INFORMATION

One of the problems with many job-description programs is that, while they all start with good intentions, they lose sight of their purpose somewhere along the way and become ends unto themselves. In other words, the program becomes one of writing job descriptions just for the sake of having job descriptions; of having well designed, well written, attractive looking, esoteric documents. Unfortunately, when this happens, the job descriptions have come to the point where they are barely understood by anyone and do not serve the purpose for which they were intended.

Very formal, organized systems may be appropriate for large municipalities and companies with hundreds (or thousands) of employees, but they are really not appropriate or practical for small organizations. The first lesson to bear in mind is to keep the process as simple as possible. If you go so far as to prepare questionnaires for employees to fill in or arrange to have in-depth interviews with everyone, or arrange to have every job "audited" (i.e., examined in close detail while it is being done), you may find that employees will become intimidated or even frightened. As a result, they may fight or withdraw from the process with the result that more problems are created than are solved. And nothing will have been accomplished.

The easiest way to gather job information is to ask each employee to provide you with a list of what he considers to be the duties and responsibilities of his job. This would include a statement as to what is the purpose of the whole job. He should indicate the nature and degree of any authorities he may have, the types of decisions he makes, who he reports to and who he supervises. All of this should be kept simple and in his own words. You may wish to provide him with some guidelines relative to the type of information you want; for example, these are some of the things that should be included (e.g., job-related such as "files correspondence" or "types agendas") and these are some of the things that should not be included (e.g., personal factors or unimportant items such as "makes coffee" or "changes typewriter ribbons") because they are not relevant or because they can automatically be assumed to be part of the job. (Keep in mind that too much information can be almost as much a disadvantage as too little information.)

A meeting with the entire staff at the time you request the information is a good approach to use. During this meeting, you should explain the purpose of the exercise and what it is you are trying to achieve. Answer all the questions they may have and try to make them feel a part of it; remember that they will have some fears and you should do your best to reassure them. You should arrange to "keep your door open" or make yourself available for them at all times in case they are having problems. Above all, you should be co-operative, patient and understanding with your employees; the process stands to benefit you as much as it does them.

WRITING THE JOB DESCRIPTION

In writing job descriptions, as well as in gathering information, care should be taken to make sure that the process does not become too stiff and formal. You should select a format that you feel comfortable with; something that you feel is appropriate to your municipality. You should not fall into the trap of developing a great, ritualized procedure.

There are probably as many formats available for job descriptions as there are organizations that use them. So the field is wide open for you to draw up a style that you think is useful to the situation in your municipality. There are, however, certain pieces of information that must be included if the description is going to be used for the purposes we have discussed in this publication. First, of course, there should be a job title. The job title should be indicative of the type of work that is done; for instance, if the employee spends 95% of the time typing and 5% of the time accepting payments, the job title should be Typist rather than Cashier. There should be some indication of the job title of the person who supervises the job and of the job title(s) of the people who are supervised by the job. There should be a section in which to record the major duties and responsibilities including the types of decisions that are made as well as any statutory duties. It is a good idea if the supervisor edits the job descriptions for his employees, using the information that they provided and putting them in a common format.

Finally, here are some do's and don'ts to guide you.

- Don't use sample or standardized job descriptions that someone from another municipality has given you.
- Don't include every minor detail (or it will go on forever).
- Don't let the description ramble on. Organize it in some way.
- Don't use important-sounding words just to build up the job's image.
- Don't use technical jargon unless absolutely necessary.

- Don't express opinions or make assumptions.
- Don't be vague.

- Do write in language that is plain and clear.
- Do write concisely.
- Do write each job description individually.
- Do use the same job description for jobs that are the same.
- Do try to describe the job, not the employee.
- Do be as factual as possible.
- Do include everything that you believe is important.
- Do discuss changes with employees.

In writing job descriptions, it is not likely that you will run into very much in the way of disagreement with your employees. But if you do, or if you run into a situation where certain duties have to be changed because of overlap with other jobs, remember that it is your responsibility to define the jobs, not your employees' responsibility.

APPOINTMENT BY-LAWS

The Municipal Act provides that every municipality must appoint certain officers, such as clerk and treasurer. (These positions are referred to as "statutory positions".) These appointments are made by the passing of a by-law by council, and those by-laws are referred to as appointment by-laws. The Municipal Act also provides that each officer must perform certain duties but it makes no mention of a job description.

A common practice in many municipalities is to make the appointment by-law the job description for each statutory position. Unfortunately, these by-laws are frequently not really adequate for the purposes of job descriptions described earlier in this paper. The by-laws may be written in awkward, stilted language and include only the very basic legal requirements of the job. As we all know, there is a good deal more to the duties of statutory positions than just those responsibilities set down in the statutes.

Thus it is that some municipalities develop good job descriptions for each of their statutory positions and use these as the appointment by-laws. In other cases, the statutory duties only are included in the actual by-law while the job description is attached to the by-law as a schedule. Still another way of doing it is to pass by-laws establishing the statutory positions, including all the statutory and other duties, and pass separate by-laws to appoint the officers to these positions. You must remember in dealing with statutory positions that whatever is contained in the by-law can be added to, deleted or changed only by another by-law.

One practice that is fairly common is passing by-laws around from municipality to municipality. The intention of such a practice is to improve the quality of appointment by-laws, but frequently just the opposite effect takes place. Each municipality is unique and is faced with a set of circumstances that no other municipality has. It has different electors, different services and a different council. Thus an appointment by-law should be developed exclusively for each municipality in order to satisfy its unique conditions. Adopting another municipality's by-law, or even parts of it, means that you also adopt clauses that were not developed for your municipality, that you may not fully understand and that may

be inappropriate to your municipality. As a result the by-law could be meaningless or, in some cases, it could even have a harmful effect. Be absolutely certain that each provision you include in the appointment by-laws for your municipality is fully understood and is appropriate regardless of whether you write the clause yourself or adapt it from elsewhere.

Finally, it is not a good idea to put all job descriptions in the form of a by-law. Remember that a by-law can be changed only by another by-law. Job descriptions for positions other than statutory officers are better kept out of by-law form, because they are easier to change and thus more flexible -- and these are the jobs that probably will change more frequently. Only job descriptions for statutory officers should be in by-law form.

WHEN TO DO IT

If you don't have job descriptions for the positions in your municipality, there really is no "wrong" time to start preparing them. (You should keep in mind that the sooner you start the process, the sooner you will begin to enjoy the benefits.) There are, however, certain occasions that do represent an ideal opportunity to introduce job descriptions, and some of these are listed below. These occasions are, of course, closely tied in with the uses of job descriptions that were previously discussed.

The first time you should consider preparing job descriptions is prior to the time of year you usually review rates of pay of your employees. Going through the exercise of preparing job descriptions will provide you with fingertip information that will immediately be valuable when you need to exchange pay information with other employers. You can also generate considerable enthusiasm on the part of your employees by explaining the process to them, and then being able to demonstrate that there has been a relatively immediate result in the form of new rates of pay.

Another time to keep in mind is when an employee leaves the municipality for one reason or another. This is the perfect time to take a look at that job in particular, and the organization in general, to decide whether the employee should be replaced, whether the job should be changed or whether there should be some re-arrangement of duties and responsibilities of that job and all the others. The only way to do this is by looking at all the jobs, and the best way to do that is through the process of writing job descriptions. Here again, you should be able to generate some enthusiasm on the part of the employees by explaining the process and then showing the results in the form of an improved arrangement of duties and responsibilities among jobs.

A third occasion is when a re-organization is required. The use of job descriptions in a re-organization has been discussed previously in this paper. The key point is that a re-organization without job descriptions is not going to be as effective as one that does use them. Here again, the staff will be able to see a more-or-less immediate result.

Finally, you should ensure that job descriptions, once written, are always kept up-to-date. Municipalities, and the jobs in municipalities, are always changing and, if they are to serve the purposes for which they were created, job descriptions should be reviewed periodically to reflect these changes.

18 This bulletin was prepared in the:

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